

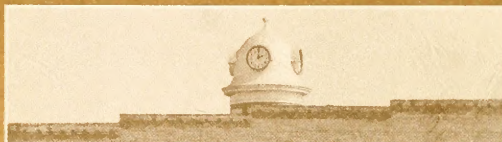
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MAXTON, N.C.

NEIGHBORHOOD ANALYSIS



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MAXTON, N.C.

NEIGHBORHOOD ANALYSIS

PREPARED FOR:

THE TOWN OF MAXTON, NORTH CAROLINA

Robert U. Woods, Mayor

COMMISSIONERS

W. A. Ivey
F. E. James

R. H. Seals
C. C. Morrison

PREPARED BY:

MAXTON PLANNING BOARD

Town Members

Dr. Bryant K. Wicker, Chairman
John C. Hasty
Sarah Hensey
B. C. McBee
Leslie Pearce

One-Mile Fringe Members

David Guy
David Dunn, Jr.
Tracy Watson
Walter Flowers
Edith Gleaves Clark

PROFESSIONAL ASSISTANCE BY:

N. C. DEPARTMENT OF CONSERVATION AND DEVELOPMENT
DIVISION OF COMMUNITY PLANNING

George J. Monaghan, Administrator
Victor H. Denton, Director, Central Area Office
Suzanne T. Chichester, Project Planner-in-Charge
Vilis Keglars, Draftsman
Elizabeth Broome, Secretary
Gay Brantley, Designer

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part 1

INTRODUCTION

I N T R O D U C T I O N

A healthy and attractive residential area is a great asset to every town. A slum area, on the other hand, costs taxpayers money, is not an attractive home, is often unsafe and certainly always unpleasant to travel through, and is not a good place in which to rear children. Further, a blighted area tends to regenerate the conditions that produced it in the first place -- such as poverty, ignorance, poor construction -- and thus becomes the locale of a vicious circle that has repercussions in all realms of life -- physical, environmental, and social.

Finally, a blighted area has an adverse effect on its periphery and on those who move through it. A blighted area is not isolated. In fact, far from being confined behind its borders, blight is a very contagious disease. Everyone can think of at least one neighborhood in which at first there was only one dilapidated house. Gradually, slowly, it acted on the houses to the right and left of it until they, too, were dilapidated and acting on the houses next to them.

In no way does a blighted area contribute positively to a town's life. In all ways the powerful influence it wields is an unsatisfactory one. It is obvious that it is important for a town to rid itself of its slum areas. This act is not merely a physical one of pulling down dilapidated structures. It involves psychology, sociology, education, philosophy, all of the tools that can be used in building society. Only in this way can the causes of blight, as well as its effects, be eliminated forever.

The purpose of this report is to identify blight and blighted areas in Maxton and to indicate methods by which the town can solve these problems. This report is only a beginning. A blighted situation will grow only more blighted until concern results in corrective action. This report is not that action. It is a compilation of facts that must be known before that action can be taken and of guidelines to be used in taking that

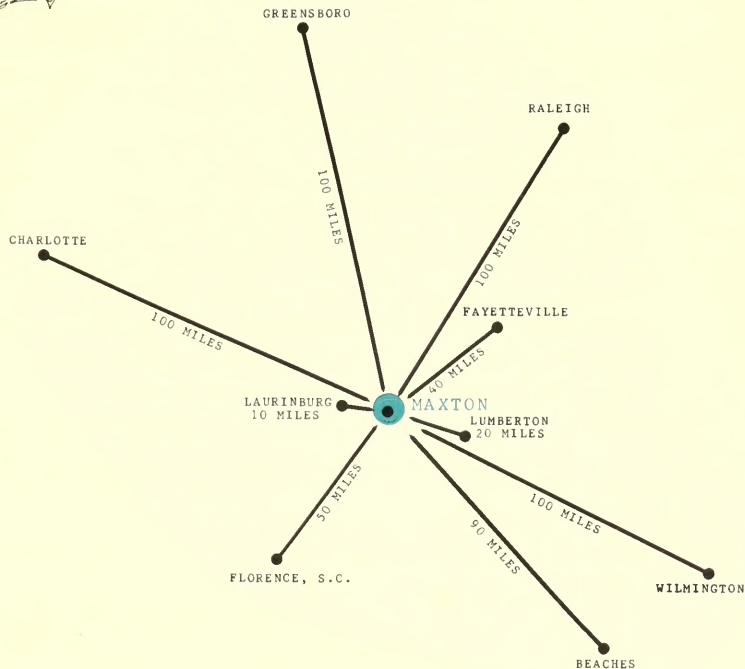
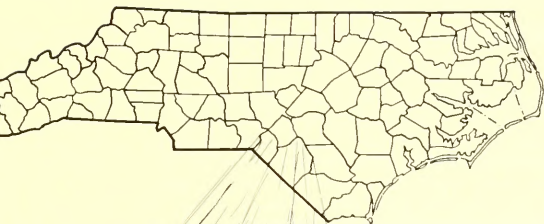
action.

This report has three parts. Part I is introductory, discussing blight, the Neighborhood Analysis and the Workable Program. Included also in the introductory section is a discussion of Maxton's general environment.

Part II is the actual neighborhood analysis. Indices of blight are discussed and the locations of the blighting factors are plotted on maps and their significance explained. There are three subsections - covering structural, environmental, and social-economic conditions.

Part III contains a summary of each neighborhood's condition, a ranking as to degree of blight, and general suggestions for improvement or conservation.

REGIONAL SETTING



WHAT IS A BLIGHTED AREA

Blight is a disease, and it is communicable. A blighted area is dominated by factors such as:

- deteriorated and dilapidated buildings
- inadequate plumbing
- inadequate street paving and rights-of-way
- mixed land use
- low moral and health and safety standards, and poverty

which endanger the well-being of the community at large and are conducive to disease

- infant mortality

- illegitimacy

- juvenile delinquency, and

adult crime. These factors are detrimental to public health, safety, morals, and welfare of the general public.

Usually, we notice such an area only after it becomes blighted. There is, therefore, disagreement as to symptoms and causes. The best that can be done is to locate the elements called indicators of blight and then attempt to remove them and keep them out of healthy, rebuilt, and yet-to-be born neighborhoods.

WHAT IS A WORKABLE PROGRAM ?
A NEIGHBORHOOD ANALYSIS ?

"When we think of the futures of our cities, we must realize that with all the planners, designers, and builders can contribute and with all the help that Government can give, nothing will be done but what the people want. The Workable Program for Community Improvements, as an expression of the determination of the people that conditions be changed and as a commitment by them to work for that change, is the foundation on which must rest all efforts for that change, is the foundation on which must rest all efforts to halt the decay of a city and to restore it to full health."

Robert C. Weaver, Secretary
U. S. Department of Housing
and Urban Development

THE WORKABLE PROGRAM

The Workable Program was developed after it became clear that a piece-by-piece attack against slums and blight would not work. Only a comprehensive approach, utilizing all tools, and with definite overall objectives, has any chance of success at solving the slum problem.

The Workable Program was instituted by the U. S. Housing and Home Finance Agency to help . . . "people work together to banish slums and blight and block their return."^{1/} It is an annual plan of action for better living, employing both public and private resources, prepared by the community and submitted to the U. S. Housing and Urban Development Department for approval.

There are seven tools or component parts in a Workable Program. They are as follows:^{2/}

^{1/} "Workable Program for Community Improvement," H. H. F. A., 1962.

^{2/} Ibid.

1. Codes and Ordinances - provide sound standards for the construction, use and occupancy of dwelling units.
2. Comprehensive Community Plan - provides a means for the community, working through the planning agency, assisted by technical experts, to make an assessment of its physical resources and to develop a plan and a program for providing the kind of environment needed for improvement, growth, and development.
3. Neighborhood analysis - is the pivotal study in the Workable Program, identifying blighted areas and the degree of blight therein, and making recommendations for remedial action.
4. Administrative organization - coordinates almost all of a city's administrative resources to achieve goals set by the community. These resources are absolutely necessary to the success of the program.
5. Financing - provides funds for budgeting for the essentials of the Program - staff and technical assistance, public improvements, and renewal activities. Little can be accomplished without these funds.
6. Housing for displaced families - determines the needs of the families to be displaced by renewal programs and assists these families to obtain standard housing within their means.
7. Citizen participation - is the keystone in the Workable Program, the means by which citizens can contribute by informing themselves of goals and progress, assisting in formulation of programs and goals, and serving as a medium for bringing private sources into the Program.

The program definitely costs money; but properly carried out, it can save a community infinitely more. For example, it can help Maxton

1. Protect property values.
2. Help properly place public works.
3. Reduce drain on taxes from slums (which require more fire, police, health, and welfare services).
4. Stop and prevent the spread of slums.
5. Provide better housing for all.
6. Increase, by coordinating resources and activities, the effectiveness of each dollar spent for improvement, renewal and public works.
7. Protect and enhance its tax base.
8. Attract new development and residents who will raise local living standards.
9. Coordinate family displacement with the availability of relocation housing.
10. Encourage private initiative in renewal.
11. Build community understanding and gain citizen support.
12. Supplement local resources with Federal Aid.

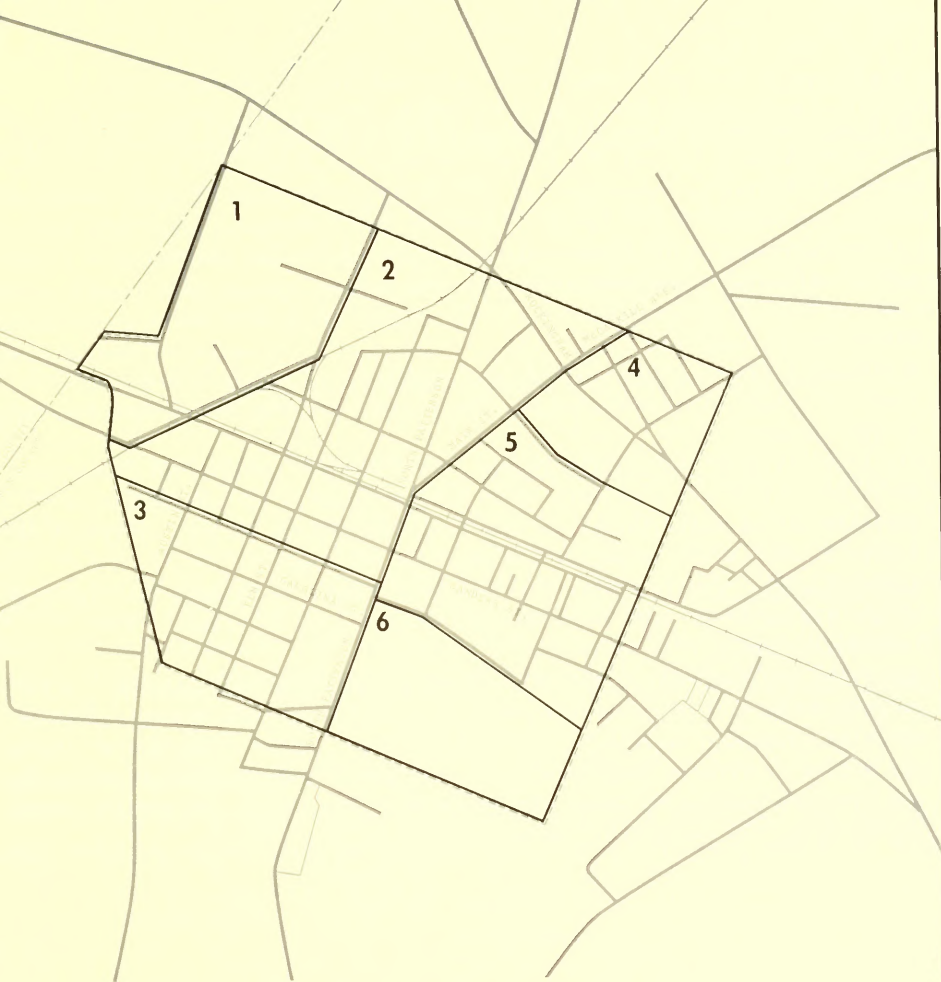
A Workable Program carries no direct Federal Aid in itself. It is a prerequisite for the following Federal Aids to Communities. More aid programs for which the Workable Program is a prerequisite are being developed constantly.

1. Federal loans and grants for clearing, redeveloping, and rehabilitating slums and blighted areas.

2. Section 220 Federal Housing Administration Mortgage Insurance for housing construction or improvements in urban renewal project areas.
3. Section 221 (D) (3) FHA Mortgage Insurance to provide rental housing for families of low and moderate income and those displaced by governmental action.
4. Federal loans and grants to provide housing for families unable to afford standard housing in the private market.

Maxton has a Workable Program and is currently involved in recertification activities.

NEIGHBORHOODS



THE NEIGHBORHOOD ANALYSIS

The Neighborhood Analysis is the pivotal study in the Workable Program because it delineates the slum areas - sets up the targets at which to shoot. It is a thorough, overall examination of the entire community and an individual analysis of each neighborhood. Blight is identified and measured, its causes diagnosed, and a course of treatment prescribed. This study is essential to knowing the magnitude of the job ahead and to planning an all-out attack on existing blight and preventing its spread.

The Maxton study involved:

1. Determining the location, extent, and intensity of blight - Each selected index of blight was researched and the results plotted on the maps presented in this report.
2. Dividing the town into neighborhoods - The town was divided into neighborhoods for analytical purposes. Each neighborhood is as homogeneous as possible in its characteristics, and as a homogeneous entity, it should be easier to deal with the causes and problems of blight.
3. Tabulating the results - Neighborhoods were ranked as to both the degree of blight indicated by each index and the total degree of blight. This information appears in Table II.
4. Surveying the characteristics of families affected by poor housing - The two neighborhoods in Maxton designated in this report as most characterized by blighted housing - Neighborhoods 1 and 5 - were further investigated through the medium of surveys administered to a sample of 30% of those who live in the blighted housing in these neighborhoods. The survey and results appear in Tables V, VI, and VII in Appendix II.

Recommendations were then made for treatment of each neighborhood according to its individual problems, overall degree of blight, and rank in comparison with other neighborhoods. Suggestions were also made for treating blight on a town-wide scale.

GENERAL ENVIRONMENT

To set the scene for detailed discussion of blight in Maxton, it is helpful to first observe some general characteristics about the Town. In the following table are presented selected 1960 U. S. Census statistics for Maxton and thirteen other North Carolina towns of similar size.

RACE

In most cases where there is a large nonwhite concentration of people, there is poverty. Nonwhite people -- not having had, generally, the education and training of white people -- are not able to demand high salaries and, in fact, often have trouble finding jobs at all, as they can provide only unskilled labor. Thus, they can afford few niceties and are forced to live in substandard housing. Thus, housing that deteriorates and should be demolished is instead in great demand. Housing that is substandard as soon as it is built is also in demand as it is cheap. Because urban services cost money which these people cannot afford, their residences are generally located where these services are not supplied.

POPULATION PER HOUSEHOLD

As can be seen, Maxton has a relatively high population per household. In fact, only Pittsboro and Pembroke of the thirteen selected towns of similar size have a higher

Town	Population				Population Per Household		Housing		
	Total Pop.	White	Non- white	% Non- white	Total No. House- holds	Pop. Per House- hold	Total Housing Units	Housing Owner Occupied	
								No.	% of Total
MAXTON	1755	1089	666	37.9	520	3.40	518	274	52.9
Aberdeen	1531	1196	335	21.9	473	3.09	531	334	62.9
Apex	1368	1008	360	26.3	434	3.17	467	279	59.7
Landis	1763	1762	1	.06	542	3.07	568	376	66.2
Madison	1912	1187	725	37.9	569	2.98	622	334	53.7
Norwood	1844	1603	241	13.1	504	2.73	549	372	67.8
Pembroke	1372	231	1141	83.2	504	3.67	360	205	56.9
Pittsboro	1215	864	225	18.5	418	3.44	397	222	55.9
Roseboro	1354	936	418	30.9	387	2.86	410	245	59.8
Taylorsville	1470	1363	107	7.3	463	3.15	487	280	57.5
Wendell	1620	1491	129	8.0	528	3.26	553	345	62.4
Wilkesboro	1568	1430	138	8.8	497	3.17	533	290	54.4
Windsor	1813	1171	642	35.4	566	3.12	606	338	55.8
Zebulon	1534	1145	389	25.3	480	3.13	500	283	56.6

TABLE I
HOUSING CHARACTERISTICS FOR MAXTON AND SELECTED NORTH CAROLINA TOWNS^{1/}

Housing

Housing Renter Occupied	Housing Available Vacant	Sound Housing	Deteriorating Housing	Dilapidated Housing	Average Value of Owner-Occupied Structures
No. % of Total	No. % of Total	No. % of Total Houses	No. % of Total Houses	No. % of Total Houses	
188 36.3	56 10.8	356 68.7	119 23.0	43 8.3	\$ 7,500
139 26.1	46 8.7	418 78.7	88 16.6	25 4.7	\$ 9,000
155 33.2	17 3.6	303 64.9	93 19.9	71 15.2	\$ 8,500
166 29.2	14 2.5	515 90.7	41 7.2	12 2.1	\$ 6,000
235 37.8	11 1.8	381 61.3	143 22.9	98 15.8	\$11,500
132 24.0	22 4.0	446 81.2	66 12.1	37 6.7	\$ 6,000
141 39.2	7 1.9	243 67.5	95 26.4	22 6.1	\$ 6,000
156 39.3	9 2.3	303 76.4	72 18.1	22 5.5	\$ 9,500
142 34.6	11 2.7	282 68.8	44 10.7	84 20.5	\$ 9,000
183 37.6	12 2.5	369 75.8	87 17.9	31 6.3	\$ 9,500
183 33.1	9 1.6	482 87.2	63 11.4	8 1.4	\$ 9,000
207 38.8	19 6.6	451 84.6	68 12.8	14 2.6	-----
228 37.6	29 4.8	399 65.9	171 28.2	36 5.9	\$ 9,500
197 39.4	16 3.2	392 78.4	85 17.0	23 4.6	\$10,500

^{1/} U. S. Bureau of the Census, 1960 Census of Housing. Washington: U. S. Government Printing Office, 1960.

density. This situation (where the explanation is obviously not unusually large houses able to accommodate many people) is often unhealthy. Overcrowded housing with insufficient room and light, air, and privacy for each individual is a main cause of disease, crime, and social problems. Often this situation is caused by both a family structure that includes more than the immediate family in one home, and the poverty that makes it impossible to acquire more living space.

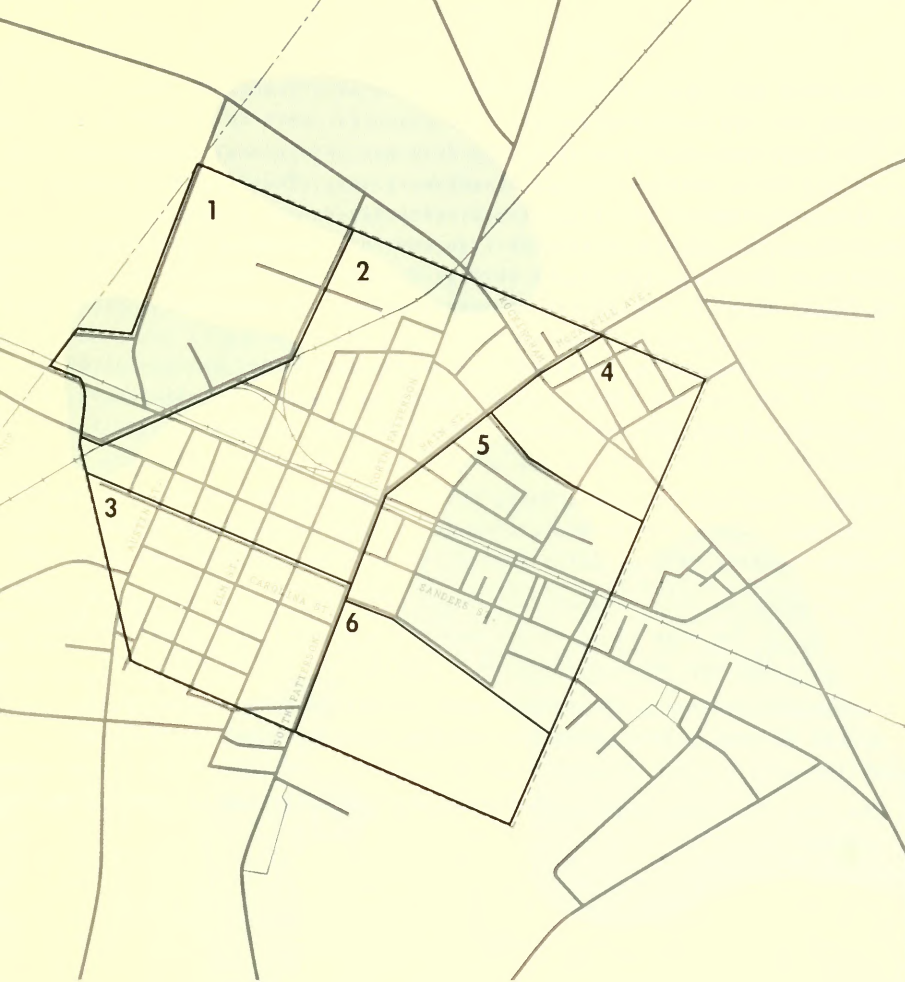
HOUSING

Table I also compares Maxton with other towns of similar size as to housing conditions. Houses tell tales. They are an obvious and reliable index of blight. In particular, one looks for structural decay, lack of new construction, and inadequate plumbing and utilities. Further information concerning poor housing can be found in Tables V, VI, and VII, which represent a more intensive survey of this phenomenon.

Housing condition is a symptom and cause of such other characteristics as absentee ownership, unfavorable physical environment, and neglect. Any layman can observe what a poorly maintained home can do to a neighborhood.

It can be readily seen that Maxton has the lowest percentage of owner-occupied housing of the towns listed. This is not a good sign. First, in a town with so few apartments, one would expect to find a higher percentage of ownership. Further, for a number of reasons, rental housing is more likely to be unattractive than its owner-occupied counterpart. A renter is less likely to take care for the structure in which he lives than is the owner-occupier who wants to keep it attractive and preserve the investment he has in it. The renter has no real investment in the house. This fact leads him to be less proud of the house than he would be if he owned it. Thus, he will no doubt spend less time tending the lawn and painting the exterior of the house. Further, the

RACIAL DISTRIBUTION



renter usually does not have the maintenance tools, such as a lawnmower, rake, ladder, and hoe that are necessities for most homeowners. The absentee owner is often not interested in maintaining the structure, either. First, he does not live there; and secondly, in many cases he can rent the house whether it is attractive or not. Those areas shown on the housing map as deteriorating and dilapidated are primarily rental housing.

In most cases, it is very difficult from looking at figures to determine exactly what is indicated by a vacancy rate. It is obvious from Table I that the vacancy rate in Maxton is quite high. Usually, one or all of these factors are accountable for such a condition.

1. The vacant housing is unfit to live in and should not be considered a part of the housing stock. (This factor is somewhat eliminated by the fact that Census Information does not list this housing as available vacant)
2. A great many new homes are being built in town, and the vacant houses have been left by those who are moving to the new housing. This now vacant housing will probably shortly be sold or rented to newcomers.
3. The housing is in a "transition zone." This means that the residential area is on the edge of or in an area where another use is predominant. Refer to the map and a discussion of Mixed Land Use on page 20.
4. People are moving to the suburbs and leaving vacant housing in the center of town. This situation usually applies primarily in larger cities.
5. The town is losing population. There is simply no one to live in the houses.

6. The area is becoming extremely unattractive and those who can leave are doing so.

Situations 1 and 3 are most applicable in Maxton. The housing in question is not totally dilapidated, but it is unattractive to potential residents.

The Bureau of the Census 1960 figures on sound housing further confirm the suspicion that some of the vacant housing in Maxton is probably substandard to some degree. The town has one of the lowest percentages of sound housing of the towns which were selected to compare with it. Consequently, Maxton has a relatively high percentage of deteriorating and dilapidated housing. For further corroboration of this contention, see the discussion on page 14 of this report of the 1966 survey of external housing appearance done by the Division of Community Planning.

"Average value of owner-occupied structure" figures give an indication of the quality of non-rental property. The figures presented in Table I give an idea of the quality of the average owner-occupied house in Maxton. \$7500.00, Maxton's average figure, is higher than that of only three of the other towns represented. An existing house and lot that sell for \$7500 are not likely to be desirable. The house is more than likely substandard or obsolete or inadequately served by municipal services such as water and sewer, and probably fronts on an unpaved street. The lot itself will most certainly have some flaw or be located in an undesirable area. People who can afford to pay no more than this average figure for a house and lot are best sheltered in Public Housing, where they can pay the rent which they are able to pay and yet receive better housing.

In the following pages, selected indices of blight will be discussed and portrayed on maps to aid the reader in locating and familiarizing himself with the frequency of blighting factors in the neighborhoods of Maxton.



part 2

HOUSING CONDITIONS

**ENVIRONMENTAL
CONDITIONS**

**SOCIAL-ECONOMIC
CONDITIONS**

To provide a more detailed view and help fill out impressions received in previous pages, this section deals further with housing conditions.

E X T E R N A L S U R V E Y O F H O U S I N G

There are two major methods of determining housing conditions. An external survey was taken in 1966 by the Division of Community Planning of all housing units. Every residential structure was assigned a rating based on external appearance.

The rating system used was as follows:

STANDARD

Dwelling structure has no apparent external defect which cannot be corrected during the course of regular maintenance.

DETERIORATING

Dwelling structure requires more extensive repair. If it is not repaired, the structure will not provide safe and adequate shelter.

DILAPIDATED

Dwelling structures in this category are unfit for human habitation.

The locations of this housing are shown on the map opposite. It can easily be seen that a great deal of the substandard housing is clustered together.

It can further be seen that the areas outside of the corporate limits of Maxton, as well as the town itself, are suffering from blight. These areas must be considered by the town, for town limits are not a wall, but only an imaginary line drawn for administrative purposes. Therefore, consideration of the areas outside of the town is of primary concern, for their influence is felt outside the incorporated area.

Chief among the measures that the town can take to improve conditions in the unincorporated area is the adoption of the proposed new zoning ordinance. This ordinance will take into consideration the one-mile unincorporated area beyond the town limits of Maxton and impose regulations on it that will improve the area in the future.

Subdivision regulations, also proposed for adoption, will regulate lot sizes, street layout, and improvements to be incorporated into new subdivisions of land in the one-mile unincorporated area. It is for the purpose of creating and seeing to the adoption and administration of these two sets of regulations that five new members were appointed to the Planning Board of the Town of Maxton to represent this unincorporated area.

HOUSING APPEARANCE

LEGEND:
• STANDARD
• DETERIORATING
• DILAPIDATED
• TRAILER
SOURCE:
EXTERNAL HOUSING APPEARANCE
SURVEY, JANUARY 1966.



L A C K O F W A T E R A N D S E W E R

An extraordinarily hazardous condition exists where there is deficient plumbing in an urbanized area. Privies, septic tanks, and private water supplies do not, where there are concentrations of people, efficiently serve the purpose for which they were intended. Health and sanitation are endangered, and the area becomes an unsatisfactory one in which to live.

From Figures 2 and 4 in the Community Facilities Plan and Public Improvements Program for Maxton, North Carolina, on which are depicted existing and proposed sewer and water lines, it is obvious that the Town of Maxton is not completely served. Plans are being formulated to remedy these deficiencies. For a more detailed discussion of this subject, see the Community Facilities Plan and Public Improvements Program for Maxton, North Carolina.

It can be seen from a comparison of the water and sewer service areas and the deteriorating and dilapidated housing shown on the map opposite page 14 that ~~there is a~~ correlation between these insufficiencies. It can also be seen from the "Areas of rental housing" map opposite page 28 that most of the houses in these areas are rental. Further, it can be gathered from a visual survey of these areas and from the map opposite page 29, "Value of Owner Occupied Housing," that the owner-occupied dwelling units in these areas are those of very low cost. There is also a correlation with most of the other maps presented in this report. It is beginning to become clear that blight is a combination of a number of circumstances and that it can be properly dealt with and eradicated only by a concentrated approach that takes into consideration all of these overlapping problems.

R E S I D E N T I A L C O N S T R U C T I O N

Each symbol on the map opposite this page represents one residential dwelling started in Maxton in the year from May 1, 1965 to May 1, 1966. These symbols show the numbers of units constructed within each neighborhood.

Residential construction is usually a sign that the locality is growing. However, a closer look is necessary. One should look at the type of house being built and the area in which it is being erected. Most of the new housing in Maxton is good housing, however, being built in the areas where value of owner occupied housing is quite high.

It is interesting to note that more new housing was constructed outside the corporate limits than in town. This situation may mean that the town is becoming an unsatisfactory place in which to build, or that the services the town provides its residents do not seem significant enough, to potential residents, to warrant payment of town taxes.

NEW HOUSING STARTS



LEGEND:
● HOUSING BEGUN BETWEEN
MAY 24, 1955 AND
MAY 24, 1966

SOURCE:
MAXTON TOWN CLERK



When one checks environmental conditions for indications of blight, the following signs are looked for. The higher their incidence, the greater the degree of blight.

Fires

Mixed Land Use

Unpaved Streets

Inadequate Street Rights-of-Way

Pedestrian Accidents

Inadequate Recreation Facilities

MAJOR FIRES

The most common causes of fires are faulty construction and wiring, dangerous and unreliable heating devices, overloading of electrical outlets, and carelessness. While carelessness can exist anywhere, the remaining listed causes of fires are more common in blighted, transitional, and older areas. The spread of fires is aided in these areas by traffic and narrow streets which make difficult the passage of emergency vehicles. There is a concentration of fires in the blighted area in Neighborhood 5. Another variable which could lead to extensive damage is the condition of the fire department and its equipment. For a discussion of this element, see the Community Facilities Plan.

The fires pointed out are only those which caused damage over five hundred dollars. A fire could be major in a blighted area and cause less than five hundred dollars worth of damage. A map showing damage in proportion to the value of the property involved would have more clearly implicated the blighted area. It was impossible to prepare such a map, however, for needed information was not available.

It can be seen that major structural fires in Maxton are not a serious problem. Most fires seem to occur in connection with vegetation, such as grass and trees.

FIRES

LEGEND:

FIRE CAUSING MORE THAN
\$500 IN DAMAGES, 1961-1965

SOURCE :

MAXTON VOLUNTEER FIRE DEPARTMENT
AND HASTY INSURANCE AGENCY



SCALE

M I X E D L A N D U S E

Zoning has existed in this country for about 40 years. It came into being for the purpose of separating different types of land uses, so they would not be nuisances to each other. In zoning terms, the uses that constitute "mixed land use" in a specified area -- those uses that do not belong in that area -- are called nonconforming uses.

Why are there still mixtures today? There are many reasons -- spot zoning, the lack of zoning in newly-annexed areas, special use permits, the hardness of some nonconforming uses, loose enforcement of the zoning ordinance, and the ever-present transition of certain areas from one type of use to another.

Where industrial and commercial uses are intermixed with residences, the resulting situation is generally mutually undesirable. Traffic congestion, noise, and air pollution are only a few of the results which adversely affect all the uses and in particular detract from the general health, safety, and welfare of residents. Further, shabby houses or homes changed to another use usually provide unattractive environs for other land uses.

Generally, homes in areas invaded by other uses tend to decline in value, change tenants frequently, or stand vacant. Such an area is predestined for blight. Such situations should be avoided, for they not only are unsightly and breeding places for disease and crime, but also cost the taxpayers a great deal of money.

Another cause of deterioration in areas of mixed use is residents' fear that their homes will lose value as residences. They often believe that the houses will be torn down anyway when the land is bought for another use. They, therefore, neglect maintenance of their houses. This fear is usually aggravated if the street on which one's house fronts becomes a major thoroughfare. It will be noted that most blocks in Maxton where other uses are mixed with residential use are near the central business area or on

MIXED LAND USE

LEGEND:

 BLOCKS OCCUPIED
BY BOTH RESIDENCES
AND OTHER USES.

SOURCE:
1965 SURVEY OF HOUSING,
DIVISION OF COMMUNITY PLANNING.



major streets. In these areas, older homes are often surrounded, as the town grows, by office and commercial uses. These then become the transition areas referred to above. That mixed land use occurs in common with other blighting factors can be seen by comparing the maps in this report.

UNPAVED STREETS AND INADEQUATE RIGHTS-OF-WAY

The character of streets within a town has great influence on both the desirability of various areas for residential purposes and the rate of physical decay. Often accompanied by dust or mud and poor drainage, unpaved streets are a nuisance and hazard not to mention a discomfort for users and residents of adjacent buildings. Because they often wash out, drain poorly, require considerable maintenance and are narrow and bumpy, they foster traffic congestion, pedestrian and vehicular accidents, and excessive noise, while greatly reducing ease of passage for through traffic, residents, and emergency vehicles. Residential areas served by such streets suffer a consequent reduction in good service, desirability and value. A newly paved street, on the other hand, often stimulates abutting property owners to take pride in their homes and lawns. As can be seen, most of the unpaved streets in Maxton are located in blighted areas.

In order for streets to be paved in Maxton, a wait and need are necessary. The Town paves two blocks a year. Priority is determined on basis of need. Unpaved streets are shown on the map opposite.

Before any streets are paved, of course, thought should be given to the Maxton Thoroughfare Plan. It may well be that these streets should be realigned or removed entirely. Many unpaved "streets" in Maxton are not dedicated public streets at all.

A street right-of-way must provide adequate space for vehicular and pedestrian roadways and for utility easement strips. Inadequate rights-of-way lead to narrow streets without sufficient space for paving, sidewalks, and safe and efficient movement of traffic. Some streets in Maxton are so narrow that it is difficult for one car to negotiate them. Problems become more pronounced as traffic congestion increases, leading to annoyance, hazard and frustration of users as well as of abutting property owners.

The minimum right-of-way standards for residential streets in Maxton, as proposed in the Subdivision Regulations, are 50 feet inside of town and 60 feet outside the town limits.

Right-of-way inadequacies in Maxton exist in many cases because former "alleys" have become "streets". This is the case particularly in the blighted areas.

UNPAVED STREET WITHIN CITY LIMITS	
INADEQUATE RIGHT OF WAY WITHIN CITY LIMITS	
UNPAVED STREET AND INADEQUATE RIGHT OF WAY WITHIN CITY LIMITS	



SCALE

A C C I D E N T S

The number of accidents in a neighborhood does not in itself indicate that an area is blighted. It can, however, indicate inadequate street width, inadequate parking arrangements, traffic, inadequate play space for children, poor arrangement of land uses, over-crowding, and certainly an unsatisfactory and unsafe separation of vehicular from pedestrian traffic.

Shown on the map opposite are locations where pedestrians (including bicyclists) and automobiles were hit by cars and trains in Maxton. Pedestrian accidents seem not to be a problem in Maxton. This fact would indicate that sidewalk provisions are adequate and children have places to play. Vehicular accidents, however, exist in rather large quantities. The map should help Maxton residents to see their most dangerous intersections. In implementation of the Thoroughfare Plan (see Planning Studies for Maxton, North Carolina), primary consideration should be given these areas. Further, vehicular accidents are often attributed to narrow streets and inadequate off-street parking. Comparison with the traffic volume map opposite page 25 is also enlightening.

ACCIDENTS



LEGEND:

- AUTOMOBILE ACCIDENT, 1962-1965.
NUMBER DENOTES NUMBER OF ACCIDENTS
- _A PEDESTRIAN ACCIDENT, 1962-1965.
NUMBER DENOTES NUMBER OF ACCIDENTS

SOURCE:
WUXTON POLICE DEPARTMENT



T R A F F I C

On the traffic volume map are shown the amounts of traffic that pass through Maxton in an average 24-hour day, and on which state-maintained streets this traffic flows. This information often aids in the location of blighted areas, for heavy traffic volumes, with their attendant dust, danger to pedestrians, and noise do not add to the health of a residential neighborhood.

Traffic volumes are calibrated only for state-maintained roads. Therefore, it is difficult to know the traffic volumes on town-maintained streets. From observation, it has been deduced that there are problems on some of these streets, and that the town should conduct studies of traffic volume on its own streets with a view to widening those where this action seems necessary.

HEAVY TRAFFIC VOLUMES

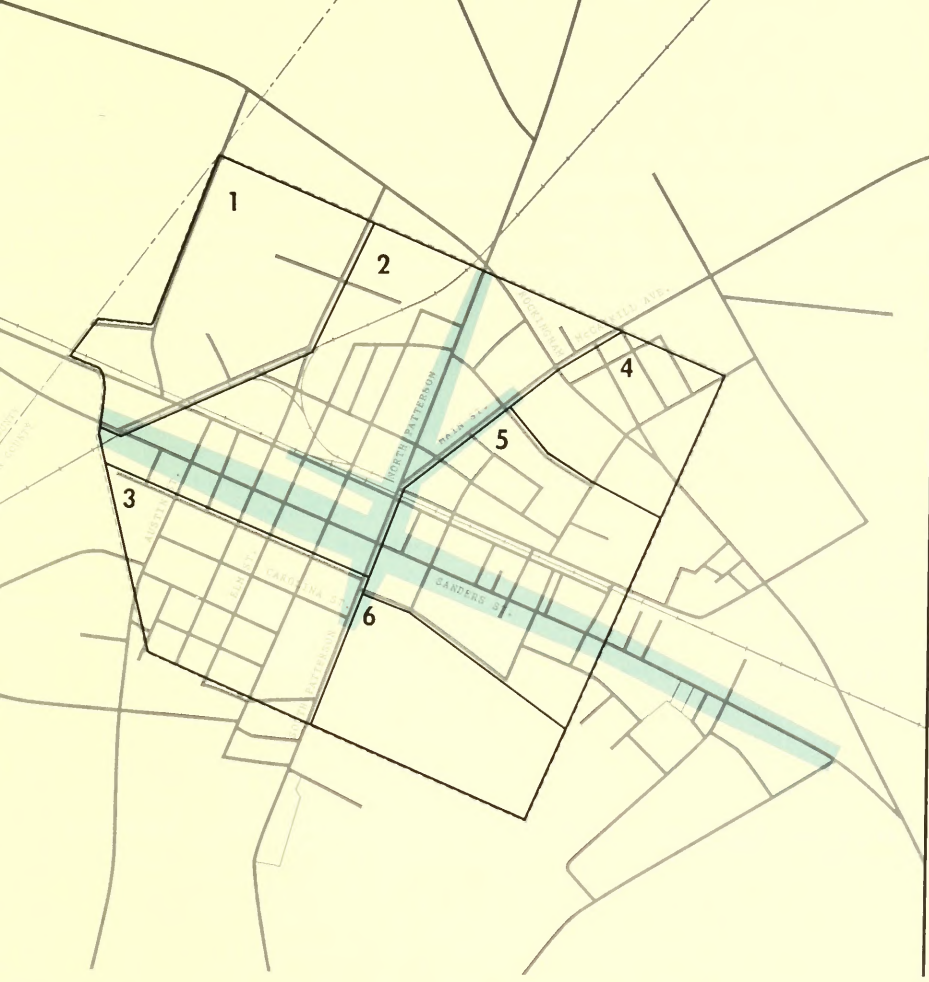
LEGEND:

STATE ROADS CARRYING 1300
OR MORE CARS PER DAY
IN 1964. LINE WIDTH
VARIES WITH VOLUME.

SOURCE:
N. C. STATE HIGHWAY
COMMISSION.



SCALE



PUBLIC RECREATION FACILITIES

A general discussion of this topic appears in the Community Facilities Plan and Public Improvements Program for Maxton, North Carolina, and no attempt will be made to repeat it here. On the map are shown parks and playgrounds within the various neighborhoods. Where organized recreation exists, there is less crime, traffic accidents and juvenile delinquency. This is not wishful thinking; it is a well-documented fact. Adequacy of the recreation system and recommendations for action are discussed in the Community Facilities Plan.

It must be noted that activity in these areas is limited. Play in the American Legion Park is not supervised, and the building may be used only by organized groups. Further, the schools offer supervised recreation only at certain times of day and the summer recreation program is seasonal.

Another use of a park is as a "buffer". "Undesirable surroundings such as railroad tracks, cemeteries, poorly subdivided and cheap developments, noxious uses, and all incompatible uses must be guarded against when neighbors to residential land uses. Physical buffers such as parks, golf courses, stream valleys, and certain types of institutional properties may minimize such bad effects. Buffers of planting and screen walls can also be created . . . " ^{1/} The buffer is a very good tool. However, it should not be used to hide eyesores or obnoxious uses that might better be eliminated.

^{1/} Urban Land Institute, The Community Builders Handbook, (Washington: Urban Land Institute), p. 46.

SCHOOLS
AND RECREATION



LEGEND:

-  MAXTON PUBLIC SCHOOLS
-  R.B. DEAN SCHOOL
-  AMERICAN LEGION BUILDINGS AND PARK



SCALE

The physical environment reflects social-economic characteristics; and conversely, social and economic conditions reflect the physical environment. People living in blighted areas tend to develop a feeling of alienation from the larger society and community, whose legal and moral codes then cease to apply to them. This attitude combined with ignorance, apathy, sickness and poverty frequently characterizes the individuals living in such areas. The presence of subnormal social and economic conditions which cause or are caused by this attitude tend further to downgrade a neighborhood, making it an undesirable place in which to live.

It is inadvisable where these topics are concerned to plot indices by address. They are instead generalized by neighborhood.

A V E R A G E R E S I D E N T I A L R E N T

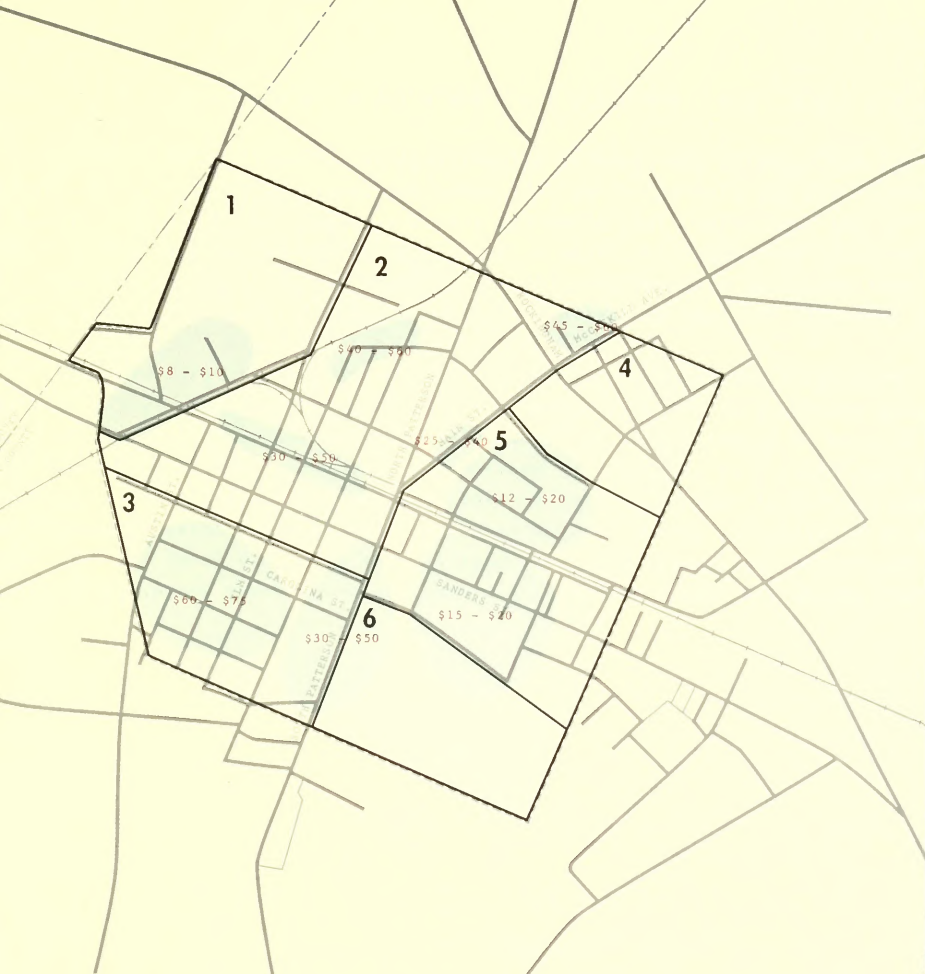
Average monthly rent figures, gathered in this case from a real estate agency, plotted on the map reflect in part the economic character of Maxton. The amount of rent one pays is usually indicative of his income, of the structural condition of the rental unit, and of the condition of the neighborhood in general.

As was noted in the earlier discussion of rental housing (page 11), most of this housing is destined to be poorly maintained and perhaps poorly constructed. It does not come as a surprise that these areas where most of the rental housing is located are, indeed, deteriorating and dilapidated (see the map opposite page 14 for deteriorating and dilapidated housing).

Good rental housing often serves to attract residents. It is unfortunate that there is so little housing in Maxton that rents for above \$60.00 per month. Many of those who work in Airpine Park do not live in Maxton because there is no decent rental housing available.

Maxton has an unusually high percentage of rental housing, most of which is deteriorating or dilapidated.

AREAS OF RENTED HOUSING



LEGEND:

AREA OF RENTED HOUSING-
FIGURES INDICATE AVERAGE
MONTHLY RENT

SOURCE:
HASTY INSURANCE COMPANY



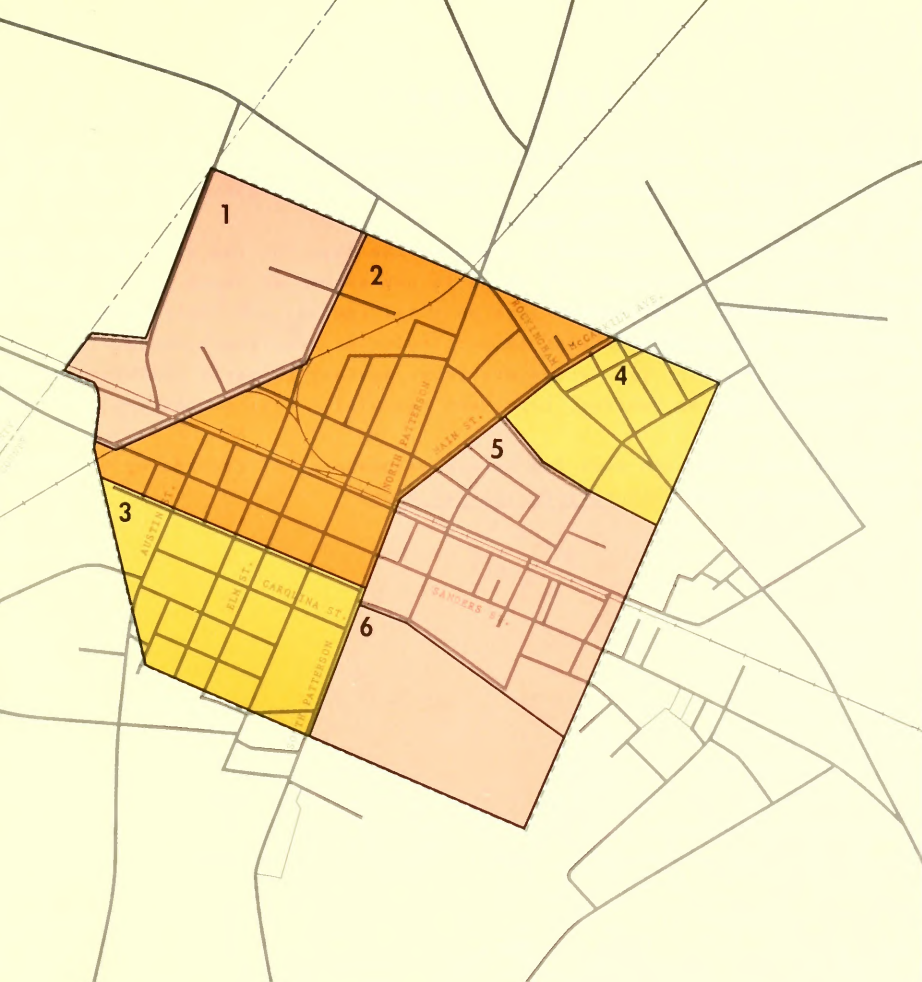
SCALE

VALUE OF OWNER - OCCUPIED HOUSING

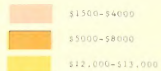
On the map opposite are shown by neighborhood the average values of owner-occupied housing. The map also shows, by inference, the locations of prime sites and of those which are less desirable. People who can afford to buy or build the more expensive houses can choose the more expensive sites -- those that demand the highest prices because they are the most admirably situated with respect to their surroundings and services provided. By contrast, the less expensive houses are generally found in the less prime locations.

The discussion presented on page 13 concerning the average value of owner-occupied housing corroborates the information on the map opposite. There is indeed, little "high value" housing in Maxton. Most of it is quite inexpensive and in order to be so is in most cases unattractive in some way; of unpainted wood construction, not supplied by urban services, located on unpaved, narrow streets, not provided with permanent foundations, deteriorating or dilapidated, and/or located in undesirable areas -- those with mixed land use or other unpleasant characteristics. The maps showing sewer and water service, mixed land use, street paving and width, and housing condition, among other items, prove this statement.

AVERAGE VALUE
OF OWNER OCCUPIED
HOUSING



LEGEND:



SOURCE:
FARMY INSURANCE
AGENCY, JULY 1945



SCALE

MAJOR CRIMES

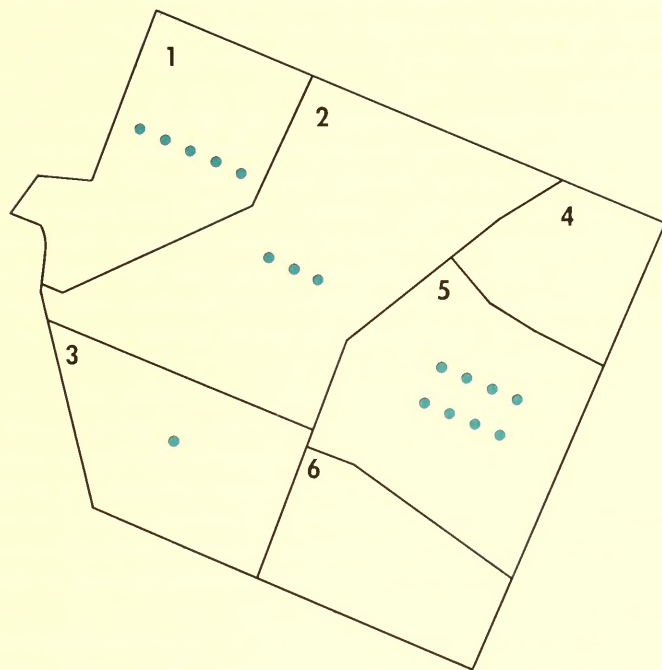
Crimes often reflect the breakdown of urban environment and social organization. That this breakdown is highly correlated with other indices of blight can be seen by comparing various maps presented in this report.

There is some degree of repetition shown on the map, for the same person often committed a number of crimes. Further, all crime is not shown, as there are no known addresses for many criminals; or offenders live on rural routes, and their homes are difficult to plot. The number of juveniles is particularly under-represented.

Crimes included in this tabulation are those against property (robbery, burglary, and larceny) and against persons (murder, rape, and assault). Dots on the map show residence of the offender.

Recommendations have been made for better maintenance of records by the Police Department. They appear in the Community Facilities Plan.

CRIMES



LEGEND:

● CRIME COMMITTED BY ADULT 1961-1965

SOURCE: MAXTON POLICE DEPARTMENT



SCALE

I L L E G I T I M A C Y A N D I N F A N T M O R T A L I T Y

Illegitimacy is a great problem not only in Maxton but also in the United States. The United States birth rate has increased 60 percent in the last 20 years. At the same time, the illegitimacy rate has more than trebled. The costs are usually paid by society through health and welfare agencies.

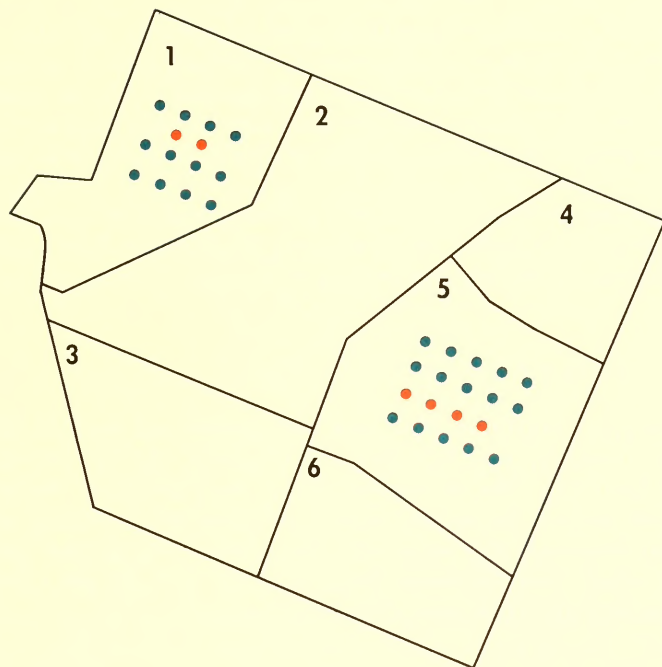
The map showing residences of mothers of illegitimate children is not wholly accurate, as there are many difficulties involved in tracing illegitimacy. First, births outside the county are not recorded, even though mothers are residents of the town, as there is often no way of getting this information. Further, many illegitimate births are not reported at all, as there are often both the will and the way to avoid disclosing the fact. Finally, there are the married, divorced, or widowed women who have illegitimate children. These births are seldom reported as illegitimate, as the women name their husbands as the fathers and a great deal of checking is necessary before it can be determined that the child is illegitimate.

"Infant mortality" refers here to deaths of infants under three years of age and to still-births. The map opposite shows the residences of mothers of these infants.

No blanket statement can be made concerning infant deaths, for there are many causes; but it can be said that poor diet, lack of proper prenatal care of the mother, and poor diet and lack of proper care of the infant often cause infant death. Social workers tell shocking tales of complete ignorance of mothers as to proper baby care. Dilapidated housing, lack of education, insufficient sanitary facilities, and concomitant low income are other major criminals.

It should be added in passing that there were far more illegitimate births and infant deaths reported outside Maxton than inside the city limits. This might indicate that the presence of the law and of an obvious political unit does indeed reinforce morality

ILLEGITIMATE BIRTHS AND INFANT DEATHS



LEGEND:

- ONE ILLEGITIMATE BIRTH 1961-1965
- ONE INFANT DEATH 1961-1965
(AGES 0-3)

SOURCE:
ROBESON COUNTY HEALTH DEPARTMENT
AND SCOTLAND COUNTY HEALTH DEPARTMENT



SCALE

and legitimacy and make it more difficult to turn away from society and its pressures. It might also indicate that the greater the law enforcement and education the less the illegitimacy and infant deaths.

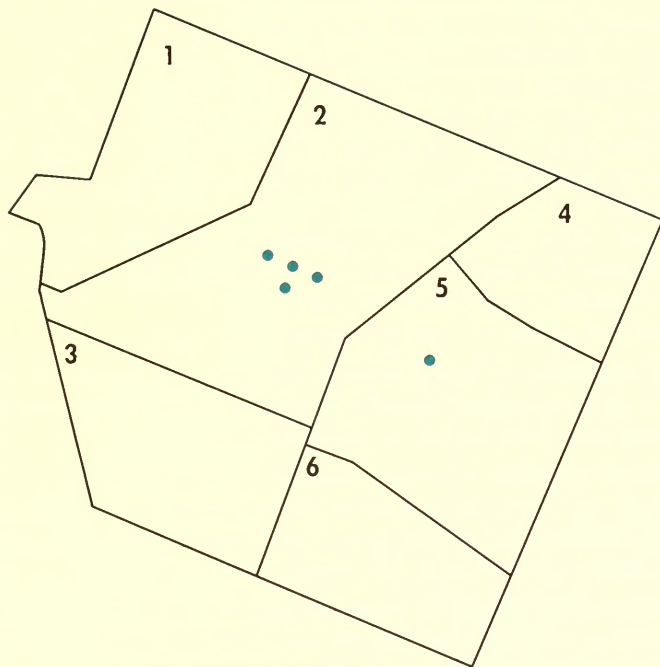
Another interesting fact, which can be clearly seen on the map, is that in Maxton there were no infant deaths where there was no illegitimacy. This phenomenon points again to ignorance of health matters, birth control practices, and the morals of the larger society. Here is a situation where it appears that two ills can be cured by removing one. It is also interesting that Neighborhoods 1 and 5 are the most blighted by other standards discussed in this report.

Information for this section of the report was gathered from both the Scotland and Robeson County Health Departments, because the Laurinburg Hospital as well as the hospital in Lumberton is frequented by Maxton residents.

T U B E R C U L O S I S

Tuberculosis is generally associated with poor ventilation and heating and little sunlight -- indicators of over-crowding, poor building construction, and low income -- as well as with the tuberculosis bacillus. The disease is, thus, more prevalent where poor sanitation and health conditions exist. Of course, modern medicine has performed miracles in detection and treatment, and there are few cases of tuberculosis. Those that exist should, however, be carefully noted. Neighborhoods where persons who have had tuberculosis in the past five years have resided are indicated in the map opposite.

TUBERCULOSIS



LEGEND:

● ONE CASE REPORTED , 1961 - 1965

SOURCE:

ROBESON COUNTY HEALTH DEPARTMENT



SCALE

PUBLIC ASSISTANCE AND WELFARE CASES

Locating of welfare recipients is another method of indicating where economic and social problems exist. Ignorance, poverty, and apathy are inextricably intertwined in most blighted areas. Inability or unwillingness of residents of an area to earn enough income to adequately support themselves and their families is reflected in the number of welfare recipients. These people are found in areas of low rent because they can afford no more; in areas of illegitimate births, infant deaths, and low income, because they have little education; and in areas of sickness because they cannot afford, or do not know habits of, cleanliness and proper diet.

The cases used for this study are plotted according to the place of residence of the person receiving aid. Payments are made in general to those who, for some reason or other, are unable to maintain a decent standard of living.

The payments selected for study are the following:

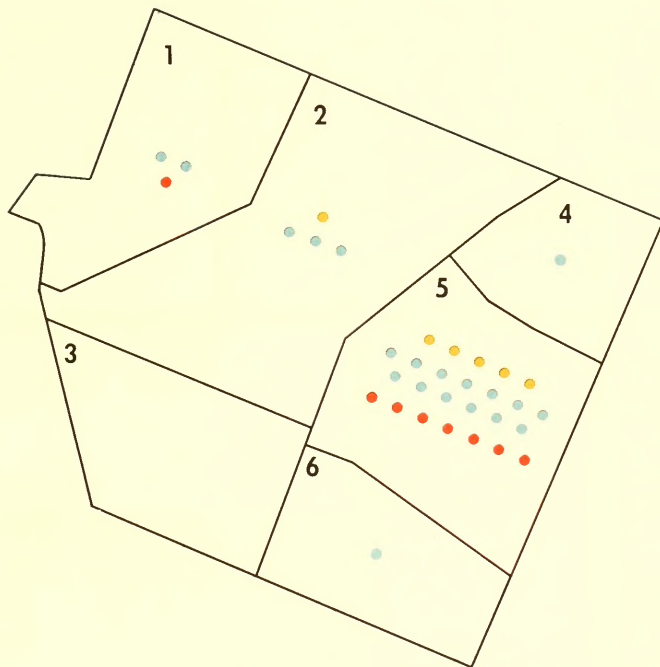
AID TO FAMILIES WITH DEPENDENT CHILDREN - a money payment for needy dependent children who have been deprived of parental care or support because of death, physical and mental incapacity, or continued absence from home of one or both parents.

AID TO THE PERMANENTLY AND TOTALLY DISABLED - a money payment to people between 18 and 65 not living in institutions who do not have the essential requirements such as food, shelter, and clothing; have no tuberculosis or psychosis; have been living in North Carolina for at least a year; and are permanently and totally disabled.

OLD AGE ASSISTANCE - a money payment to people 65 years of age and older not living in institutions or having tuberculosis or psychosis; who do not have the essential requirements such as food, shelter, and clothing; and have resided in North Carolina for at least the past year.

WELFARE CASES

AS OF 1 JULY 1966



LEGEND:

- AID FOR PERMANENTLY AND TOTALLY DISABLED
 - OLD AGE ASSISTANCE
 - AID TO FAMILIES WITH DEPENDENT CHILDREN
- SOURCE:
RECORDS OF THE BORESON COUNTY MANAGER





part 3

CONCLUSIONS AND RECOMENDATIONS

I N T R O D U C T I O N

The major goal of this study has been the identification and location of blight in Maxton. Factors commonly associated with blight were the tools used in this search. The rankings are reasonably correct, and certainly they are accurate enough to be used in comparison.

Table II takes from the maps the material that can be expressed in numbers. The material is used both to figure percentages and to rank neighborhoods in accordance with the degree of blight found in each.

It can easily be seen from Table II that no one neighborhood stands out as best or worst by every indicator of blight. Instead, four neighborhoods scored highest on at least one indicator and two more scored second highest at least once. On the other hand, all neighborhoods scored lowest at least once.

Semi-final rankings were determined for each neighborhood by totaling its nine individual ranks for a total score, and then dividing by the number of indices used (9) to arrive at an average score. From this average score, rankings were determined, those with the lowest score being awarded the lowest rankings as indicators of absence of blight. The average rankings appear in the table so that it can be seen that scores were very close. As it is not possible numerically to tabulate all indices, there is no final ranking.

TABLE II
SELECTED INDICES OF BLIGHT, MAXTON, NORTH CAROLINA

Neighborhood	% Deteriorating Housing in Neighborhood		% Dilapidated Housing in Neighborhood								% Welfare Cases		
	%	Rank	%	Rank	Accidents			Fires					
					#	%	Rank	#	%	Rank	#	%	Rank
1	4.5	3	81.8	6	3	4.0	3	0	0	1	3	8.8	3
2	11.9	4	3.6	2	51	69	6	3	30	3	4	11.8	4
3	2.7	1	8.0	3	8	10.8	4	1	10	2	0	0	1
4	3.3	2	3.3	1	1	1.3	2	0	0	1	1	2.9	2
5	26.2	6	41.1	5	11	14.9	5	6	60	4	25	73.6	5
6	25.0	5	16.7	4	0	0	1	0	0	1	1	2.9	2
TOTAL					74	100		10	100		34	100	

Neighborhood	Crimes			Tuberculosis			Illegitimate Births			Infant Deaths			Total Score	Average	Semi-Final Rank
	#	%	Rank	#	%	Rank	#	%	Rank	#	%	Rank			
1	5	29.4	4	0	0	1	12	44.4	2	2	33.3	2	25	2.78	4
2	3	17.6	3	4	80.0	3	0	0	1	0	0	1	27	3.00	5
3	1	5.9	2	0	0	1	0	0	1	0	0	1	16	1.78	2
4	0	0	1	0	0	1	0	0	1	0	0	1	12	1.33	1
5	8	47.1	5	1	20.0	2	15	55.6	3	4	66.7	3	38	4.22	6
6	0	0	1	0	0	1	0	0	1	0	0	1	17	1.89	3
TOTAL	17	100		5	100		27	100		6	100			2.11	

It is hoped that by segregating uses in the fashion referred to above, each use will be more healthy and less subject to blighting influences such as heavy trucks moving through residential districts, homes located next to factories, children playing in busy streets, and uses located on lots that are too small for them.

Another difference between the existing and proposed ordinances is that the proposed ordinance states what is permitted, while in the existing ordinance, prohibited uses are sometimes listed instead. This practice can have many ill effects, for it is almost impossible to think of all of the things one does not want, while thinking of what would be welcomed in a particular district is a comparatively easier task.

Thirdly, the zoning map, part of the zoning ordinance, has been changed. One of the changes is that the one-mile unincorporated area beyond the town limits of Maxton comes under the zoning ordinance. Thus, the town now has the power to regulate land use in the area one mile beyond its limits. The advantages of its power are obvious. First, it assures the town that the area beyond its limits will develop in a healthful fashion. Second, it assures some continuity between uses located in and beyond the town. The second change in the zoning map is that the proposed map makes allowance for space required by future uses, so that when a new use occurs, there will be a designated area where it may go. This practice will provide a homogeneous pattern for future development and make amendments to the ordinance less necessary as it will be likely to remain current for a long period of time and reserve specified parcels of land for specified uses.

The procedure by which the new ordinance can be adopted is as follows: the Planning Board, having developed the ordinance, holds two public hearings (usually spaced a month apart), properly advertised, at which the public can come and be heard. Taking the people's views into consideration and perhaps revising the proposed ordinance to meet their suggestions, the Planning Board submits the ordinance to the Town Board with a recommendation for adoption. The Town Board, after its attorney has approved the

ordinance, then holds still another public hearing, again taking note of the people's comments. It then makes changes and adopts or does not adopt the ordinance.

Of course no ordinance is effective unless it is carefully enforced. It is strongly recommended that the Town of Maxton, realizing the usefulness of a zoning ordinance for a healthful community, enforce and stand by its ordinance.

2. ADOPTION OF PROPOSED SUBDIVISION REGULATIONS

The proposed subdivision regulations, which also apply in the one-mile area beyond the corporate limits of Maxton, contribute further to orderly and healthful development by providing that any person dividing a parcel of land into two or more lots must submit his plan to the Maxton Planning Board for review. The regulations also stipulate minimum requirements for street width, degree of curve and grading, block sizes, storm drainage and water and sewer service, street markers, and other improvements upon the land. In other words, subdivision regulations regulate what is done to the land, while zoning ordinances regulate what is done on the land. The subdivision regulations contribute to good development by assuring healthfully spaced and well-served residences. The subdivider is encouraged to provide the kinds of lots and improvements to them that are good for people to live on. Subdivision regulations are not now in effect in Maxton.

The procedure for adopting the subdivision regulations calls for review by the town attorney and a public hearing before the Planning and Town Boards. As is the case with public hearings on the subject of the zoning ordinance, an informed public is an absolute necessity for the democratic process to work. No one who has not read the proposed regulations before the hearing is able to speak intelligently about them or to perform a proper service as a citizen of his town.

The subdivision regulations, too, must be enforced to be useful. They cannot enforce themselves, and do not, by the mere fact that they are in existence, contribute to good development. The help and support of every citizen is necessary.

3. ENFORCEMENT OF THE BUILDING CODE FOR ONE AND TWO-FAMILY DWELLINGS

The building code that automatically applies throughout the state is not applicable to these types of residences. In a small town it is precisely this type of residence that is often in need of clearance. Small towns have few apartment houses; it is the single and two-family dwellings with which they must deal. The building code for these types of residences gives a town power to do something about them. Titled the North Carolina Uniform Residential Building Code, this law is prepared by the North Carolina Building Inspectors' Association. It gives the building inspector authority to condemn "unsafe" (dangerous to life because of liability to fire or in case of fire by reason of bad conditions of walls, overloaded floors, defective construction, decay, or other causes) one and two-family dwellings and makes specifications for footings, foundations, exterior walls, chimneys, stairs, exits, and so forth, which apply to all new construction or alterations. Penalties are to be established by the town. A copy of this code may be obtained from the North Carolina Department of Insurance, Box 351, Raleigh. The code applies only to one and two-family structures.

The advantages of having such a code on the books are obvious. First it gives the town authority to declare buildings unsafe and to fine their owners up to 50 dollars per day that they allow the structure to stand after having received notification from the building inspector. Secondly, the code prohibits the construction of unsatisfactory buildings. As structures deteriorate in the future, or if they are not well maintained and become "unsafe", they will be torn down.

This code, too, must be enforced to be effective. It is a good tool for a town, helping it to remove the deteriorated structures that blight its neighborhoods, and to prevent their construction in the future. However, a dedicated building inspector and Town Board are necessary.

4. RESTUDY OF THE THOROUGHFARE PLAN AND CONFERENCES WITH THE HIGHWAY COMMISSION LEADING TO MUTUAL ADOPTION

There are obviously some very hazardous intersections (see map opposite page 24 for accident locations) that should be dealt with. For a further discussion of the Thoroughfare Plan, the reader is referred to the Community Facilities Plan and Public Improvement Program for Maxton, North Carolina (hereinafter referred to as CF and PIP).

5. PROVISION OF LOW-COST HOUSING

This point may be clarified by referral to the discussion of "average value of owner occupied housing" on page 29. It is impossible to find or build good housing for a low price on the private housing market. The many people who can afford to pay no more are thus reduced to living in houses unfit for human habitation. Until these people are educated to be able to get jobs which pay more, they should be supplied with good low-cost housing. Public housing, which Maxton is developing, is one way to do this (see CF and PIP, for further discussion of this program). Other methods of supplying low-cost good housing to those unable to afford standard housing at market prices are also available.

6. PROVISION OF OFF-STREET PARKING

This action would not only promote a great deal more shopping in the downtown business area of Maxton (see the CF and PIP), but also remove some congestion, particularly on narrow streets, and reduce the possibility of traffic accidents.

7. PROVISION OF BUFFERS BETWEEN RESIDENTIAL AREAS AND THOSE AREAS IN WHICH OTHER USES PREDOMINATE

The proposed zoning ordinance incorporates this idea. The buffer (see discussion of buffers on page 26 of this report), by separating unfriendly uses one from the other, serves as a good tool in the war on blight. It must not be used to the exclusion of all else, however. It is not a panacea.

DISCUSSION OF NEIGHBORHOODS AND SUGGESTIONS FOR IMPROVEMENT

In the following discussion, each neighborhood's condition is assessed, and multiple methods for improving it are proposed. Where Federal aid is involved (as indicated by asterisks), the reader is referred to the CF and PIP, where further information about aid is available.

NEIGHBORHOOD 1

A ranking of four is given to Neighborhood 1. This fact alone is sufficient to inform the reader that Neighborhood 1 is in great need of improvement. It ranks highest of all neighborhoods in dilapidated housing. There are only 42 houses in the sparsely settled neighborhood, but 81.8 percent of them are blighted. This condition is due to a number of factors, not the least of which is the fashion in which houses are crowded together and the presence of a heavy industrial district nearby. The crowded condition of housing probably is also a factor in the disproportionate number of illegitimate births and infant deaths in this area. In addition, none of the streets in the neighborhood is paved except U. S. 74 which runs through the southern tip of the area. The presence of this road accounts, as can be seen from the accident map, for the three accidents in the neighborhood. Further, there are few other community services provided the area. There is neither sewer nor water, although these are proposed, and most of the surface drainage is channeled into an open ditch. This ditch is a potential health hazard in the summer, contributing to breeding places for mosquitos and other insects.

There are no public recreation facilities provided in Neighborhood 1; and the neighborhood is far enough from existing recreation areas to make it difficult for some people to use them at all. Finally, Neighborhood 1 is close to the edge of town and,

therefore, close to a cluster of dilapidated housing beyond the town limits. Here is a chance for the town to take concrete action. Either Neighborhood 1 will continue to disintegrate, aided in this direction perhaps by the corrosive influence of the area immediately west of it, or the neighborhood will be improved by the city and will in its turn perhaps spur the unincorporated area west of it to take better care of itself. Further information on this neighborhood can be found in Appendix II.

Proposed Activities to Improve Neighborhood 1

- * 1. Urban renewal to remove the dilapidated houses with which the area is rife.
- * 2. Public housing (not necessarily located in Neighborhood 1) to rehouse the people who are displaced by the urban renewal.
- * 3. Installation of proposed municipal water and sewer lines.
- * 4. Construction of a park for the inhabitants of the neighborhood (see Land Development Plan).
- * 5. Construction of storm sewers.

In urban renewal, a percentage of aid comes from the Federal Government, the rest of the needed funds to be put up by the town. In some instances, all of this money can be supplied in services. This means that if the town puts in water mains, sanitary sewer lines, the storm sewer system, and/or builds a park in the neighborhood, these expenditures might very well make up the town's share of the net project cost of the urban renewal. (It should be borne in mind, however, that if the town expects to pay its share of urban renewal costs through services, Federal aid is not available for those services.) As a result of urban renewal, the town would have cleared and well-serviced land ready to sell. The street system could be extended as necessary, and the area could become one of the most beautiful in town.

The area could possibly be best used for industry of an "industrial park" nature. In the proposed zoning this area is classified as "Light Industry". Light industry is more of the laboratory nature than a smoke-belching factory, and it usually makes a good neighbor.

NEIGHBORHOOD 2

The ranking of Neighborhood 2 is five. This high score is arrived at chiefly because of the number of accidents in the area. In addition, there is the neighborhood a large amount of mixed land use. This condition, coupled with the passing of Route 74 through the area, probably explains the accidents, as these factors generate a high rate of traffic (refer to the traffic volume map opposite page 25). The degree of dilapidated housing is second lowest in town. However, a few blighted uses often, over time, lead to deterioration of the neighborhood. The area is well-sewered and provided with water, and the American Legion Recreation Area is in the midst of the neighborhood. There are few welfare cases, and no illegitimate births and infant deaths.

To solve the problems of the area and raise its standing, the following conditions must be remedied: tuberculosis cases; accident rate; degree of deteriorating houses, which may soon become dilapidated; and amelioration of the mixed land use situation.

Proposed Activities to Improve Neighborhood 2

- * 1. Spot clearance of dilapidated housing.
- * 2. Rehabilitation of the deteriorating housing.
- * 3. Restudy of the Thoroughfare Plan and conferences with the Highway Commission leading to mutual adoption. These are obviously some very hazardous intersections such as the intersection of Main and Pattersons Streets that should be given careful consideration.

4. Adoption of the proposed revised zoning ordinance. Through the years, nonconforming uses can in this fashion be removed from neighborhoods where they do not belong. This activity will gradually eliminate the degree of mixed land use. It is not feasible or necessary to undertake wholesale demolition of an area where there is good housing simply because mixed land use exists. The problem should be taken care of through 1 above. The houses that are not sound should, however, be eliminated. See 1 and 2 above.
5. Study of the conditions leading to the tuberculosis cases in the neighborhood and the elimination of these conditions. The County Health Department will be happy to assist the town in its study. In addition, the State Health Department will send an information specialist, at the request of the local County Health Department, to talk to groups about the causes, cure and prevention of disease. The State Board of Health also maintains an extensive film library.
6. Adoption of the proposed subdivision regulations. There is at present not a great amount of vacant land in Neighborhood 2. However, as clearing away of dilapidated housing and of nonconforming uses continues, there will be vacant land. At that point, the neighborhood will need regulations to insure good land subdivision.
7. Provision of low-cost housing.
8. Provision of off-street parking.
9. Provision of buffers between residential areas and those areas in which other uses predominate.

NEIGHBORHOOD 3

Neighborhood 3 is ranked second in town in the semi-final tally. It is obviously a fairly good neighborhood with few serious problems. In addition the neighborhood has few unpaved streets, good storm drainage, no mixed land use, and good water service.

Sewer service will be extended as the need arises, which will probably occur in the near future. Housing density is rising, and will probably soon reach the level at which it would be unhealthy not to have municipal sewerage. Water lines should also be extended at that time. The area is fortunate in having nearby the play facilities of the Maxton Public Schools. The only difficulties under which the neighborhood labors are accidents. The fact that traffic accidents are occurring along a road with little traffic may mean that slight distances are not sufficient.

In order for the neighborhood to raise its standing, the problems of accidents and dilapidated housing should be tackled and solved.

Proposed Activities to Improve Neighborhood 3

1. Support of a study to determine the causes of accidents in the area. When causes are found, take steps to remove them.
2. Enforcement of the Building Code as it applies to one and two-family houses.
- * 3. Removal of the dilapidated housing, all of which is along South Patterson Street.
- * 4. Adoption of the proposed revised zoning ordinance.
- * 5. Adoption of the proposed subdivision regulations.
- * 6. Provision of low-cost housing.

NEIGHBORHOOD 4

The semi-final ranking of Neighborhood 4 is first. This means that it has the lowest index of blight among neighborhoods in Maxton.

There are two unpaved streets in the area, however, and open-ditch storm sewers. Also, there are no parks, no water service and very little sewer service. (These last two improvements are proposed by the town.) Further, the street pattern in the neighborhood is quite unfortunate and should be improved before there are more accidents. "T"

intersections and those which occur at peculiar angles are very unsafe.

In order to keep this neighborhood in its present condition or improve it, and to prevent the area from developing blighted spots, it is important that sewer and water services be provided, that storm sewer lines be installed, that a park be built and that the street system be improved.

Proposed Activities to Improve and Insure a Sound Neighborhood, Neighborhood 4

- * 1. Extension of sewer and water lines with as little delay as possible.
- * 2. Introduction of storm sewers in the area to replace open ditches.
- * 3. Construction of a park (see location suggested in the Community Facilities Plan).
- * 4. Reconsideration of the proposed Thoroughfare Plan and meetings with the State Highway Commission to bring about mutual adoption thereof.
- * 5. Adoption of the proposed revised zoning ordinance. This law would prevent uses other than residential from coming into the area, and would insure sufficiently large lots.
- * 6. Adoption of the proposed subdivision regulations. These regulations stipulate safe streets, adequate lot sizes, and other improvements to be made in the land by the subdivider.

NEIGHBORHOOD 5

Neighborhood 5 is ranked sixth by the indices tabulated in Table 3. The information indicates that it is the most blighted neighborhood in Maxton. It leads the town in deteriorating housing, fires, welfare cases, illegitimate births, and infant deaths. Further, it has high numbers of accidents, crimes, tuberculosis, and dilapidated housing. In addition to the indices ranked in Table 3, the neighborhood has a high percentage of unpaved streets, open drainage ditches, mixed land use, lack of sewer and water lines, and heavy traffic volumes. The fact that there is a recreation area

in the neighborhood is not enough to mitigate the problems involved. This neighborhood must be improved, not only for its own benefit but also because blight spreads, and may soon reach into Neighborhoods 4 and 2. Certainly, the blighted area outside the city limits to the east of the town is not a good influence on the area.

In order to improve this neighborhood, the following conditions should be eliminated: deteriorating housing, dilapidated housing (which the deteriorating housing will soon become if it is not rehabilitated), accidents, fires, welfare cases, crimes, tuberculosis, illegitimate births, infant deaths, unpaved streets, absence of adequate sewer and water service and storm drainage, heavy traffic volumes, and mixed land use. This may seem like a big job, but the sooner it is undertaken, the smaller it will be.

Proposed Activities to Improve Neighborhood 5

1. Enforcement of the Building Code as it applies to one and two-family homes.
- * 2. Rehabilitation of deteriorating houses.
- * 3. Clearance of dilapidated houses.
- * 4. Reconsideration of the Thoroughfare Plan for Maxton, and meetings with the Highway Commission to discuss mutual adoption of the Plan. A portion of this plan concerns a bypass for the town which would eliminate the high traffic volumes and accompanying accidents.
- * 5. 1 and 2 above will help alleviate the high rate of fires. Also recommended is the enforcement of the fire protection code and inspections annually.
- * 6. To prevent welfare cases, illegitimate births and infant deaths, and crime, strong municipal support of the education program sponsored by the County Health Department is recommended, as is encouragement of continued schooling beyond the age of 16. Good counseling in the schools would also be beneficial. Supervised recreation would also be of value.

- * 7. Tightening of police surveillance of the area to discourage crime.
- * 8. Acceleration of street paving, water, and sewer programs; and construction of underground storm sewers.
- * 9. Adoption of the proposed revised zoning ordinance and of subdivision regulations.
- *10. Intensification of law enforcement.

NEIGHBORHOOD 6

Neighborhood 6 has a semi-final ranking of three. This rank is misleading, however. There are very few residents in the area, and it shows signs of becoming very blighted unless some program for improvement is undertaken. At the moment there are no public improvements of any kind in the area. At present, they are not needed. However, a glance at the blighted conditions along South Patterson Street and to the south and east should warn Maxton residents that the neighborhood may well be on the way to development -- and blighted development at that. This is a good time to plan for good and wholesome development.

Proposed Activities to Improve and Insure a Sound Neighborhood, Neighborhood 6

- * 1. Adoption of the proposed revised zoning ordinance.
- * 2. Adoption of the proposed subdivision regulations. Both these laws help prevent blight by stipulating healthy conditions for development.
- 3. In planning and layout of streets, reference to the Maxton Land Development Plan. In addition, the subdivision regulations will insure proper street layout and safe intersections.
- 4. Insuring of proper sewer and water service when it is needed. The subdivision regulations will insure this condition.
- 5. Insistence on lots of sufficient size. The proposed zoning ordinance and subdivision

regulations specify proper lot sizes.

- * 6. Purchasing of park land now, before it becomes prohibitively expensive. Refer to CF and PIP for suggested park location in the area.

NEIGHBORHOODS OUTSIDE THE CITY LIMITS

City limits are but a line on the map. They do not comprise a high wall about the city. For that reason, the area outside the city can affect the inside, as the city can affect the surrounding countryside. These influences can be either good or bad. The influences from most areas outside town limits are not healthy; and because the town has control over these areas through extension of water and sewer lines and through the subdivision regulations and proposed zoning ordinance if adopted, it should feel a responsibility for and take steps to eliminate these unhealthy influences.

The areas immediately beyond the city limits are blighting influences in most cases; and because they are located on main roads, the traveler who drives to Maxton will receive an unpleasant impression from the town as he drives through it. Although these areas are indeed outside the city limits, the town should, for the reasons listed above as well as on humanitarian grounds, take real interest in improving the area. Further, although these areas are now outside the town, there is no reason to suppose that they will always be beyond the city limits. The town would do well to consider the possibilities of beginning now to ameliorate conditions, rather than waiting until such time as the areas are annexed and bring their blight with them into the Town of Maxton.

Proposed Activities to Improve the Areas Outside the Corporate Limits

- * 1. Adoption of the proposed revised zoning ordinance.
- * 2. Adoption of the proposed subdivision regulations. These are the two major tools that the town has to control development outside of town, but they are powerful tools.

They insure that all future development will be up to standard, and they provide means for phasing out nonconforming uses.

- * 3. Adoption of a Thoroughfare Plan including a bypass to route traffic around the area.
- 4. Stimulation of the residents of the area to avail themselves of the services offered by the County Health and Welfare Departments. Recommendation by the town that the County Health Departments invite men from the State Health Department to visit the area and speak to groups.
- 5. Development of some method of out-of-town garbage collection (refer to CF and PIP).
- 6. Recommendation to the County Commissioners that county building inspection be made an important part of County Code enforcement.

The Appendices which follow this section of the report should be carefully studied. They contain a good deal of useful information. Appendix I is a suggested method for block, neighborhood, and community organization for improvement as well as for implementing the recommendations of this neighborhood analysis. Appendix II contains the results of the "Characteristics of Families Affected By Poor Housing" survey in Neighborhoods 1 and 5. Appendix III contains a note on the accuracy of figures in this report.





part 4

APPENDICES



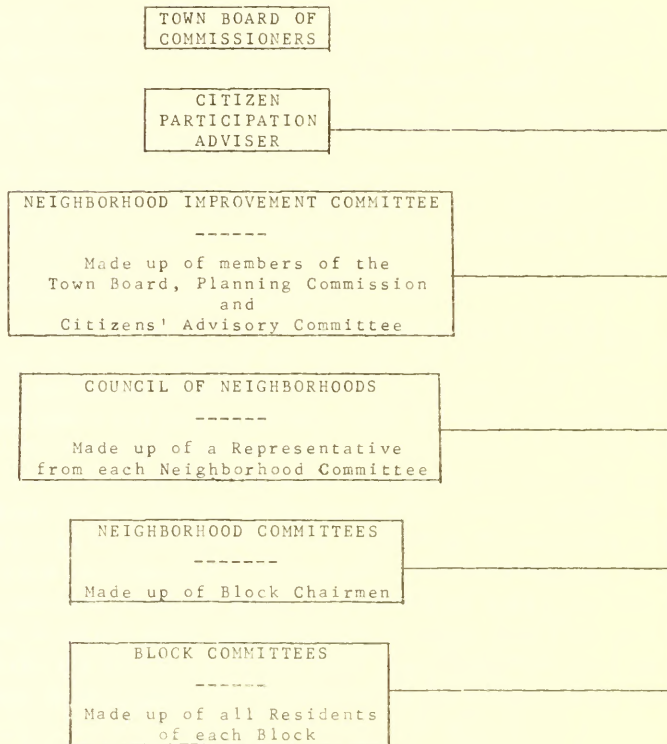
A P P E N D I X I

SUGGESTED ORGANIZATION FOR NEIGHBORHOOD IMPROVEMENT

The Neighborhood Analysis has shown the blighting characteristics of each neighborhood and given suggestions for treatment. The next step is organization for the improvement and the improvement itself. The form of organization suggested here involves a nest of committees, ranging from committees made up by the residents of each block to the committee made up of one representative from each neighborhood. The purpose of these committees would be to improve conditions in their particular areas of responsibility, or, if the task is too great to do on a small scale, to make detailed suggestions for improvement. Suggested organization is presented in graphic form in Table III. The organizational format suggested follows:

Residents of each block (the Block Committee) would elect a representative (Block Chairman) to the Neighborhood Committee of the neighborhood in which that block is located. These first meetings should be arranged by the individual in charge of citizen participation (hereinafter referred to as Citizen Participation Advisor or CPA) who would be appointed by the Town Board of Commissioners. The Block Chairmen would meet regularly with the residents of their blocks. Minutes would be taken of these meetings and a copy given to the CPA. Block Chairman would also meet regularly with Chairman of the remaining blocks in the neighborhood (this group would constitute the Neighborhood Committee) to exchange ideas propounded by their "constituents" and to make recommendations for the betterment of the neighborhood. Minutes of these meetings would also be taken and transmitted to the CPA. Each neighborhood's group of Block Chairmen would elect a representative to the Council of Neighborhoods which would be made up of a representative from each Neighborhood Committee. The CPA would attend the regular meetings of the Council and take its recommendations to meetings of the Neighborhood Improvement Committee, made

TABLE III
SUGGESTED OUTLINE FOR TOWN ORGANIZATION FOR IMPROVEMENT



up of members of the Planning Commission, Citizens' Advisory Committee, and Town Council. The CPA would be chairman of this committee. Decisions of this group requiring official sanction would be transmitted to the Town Board of Commissioners as a whole. The Town Board would allocate a sum of money each year, to be handled by the CPA, to be used to cover costs such as publication of fliers.^{1/}

^{1/} The basic idea for this flier was taken from the program in Detroit, Michigan.

TABLE IV

FIRST FLIER

The first flier, to be put in citizen's mailboxes, might contain textual information somewhat akin to the following:

The Planning Board has recently completed a neighborhood analysis which reveals that all neighborhoods in Maxton have problems. The Neighborhood Improvement Committee, made up of members of the Town Board of Commissioners, Planning Commission, and Citizens' Advisory Council will help you solve them. They can help you in several ways:

***** (name) Maxton's citizen participation advisor, will help you and your neighbors in your block arrange an organization meeting to decide what should be done in your block, to appoint representatives, and to hear the results of the Neighborhood Analysis.

***** The Neighborhood Improvement Committee, working with your representatives, will help prepare a neighborhood plan including such things as playgrounds, elimination of trash, etc. This plan will fit into and be a part of general plans of improvement throughout the entire town.

***** You can tell your representative your problems, such as need for house and garage inspection, rat control advice, improved rubbish collections, and so forth. He will carry your ideas to the Neighborhood Committee for your entire neighborhood. From there ideas will go to the Council of Neighborhoods, made up of representatives from each neighborhood. This group will take suggestions to the Neighborhood Improvement Committee. In the case of matters needing immediate attention, the

TABLE IV (Cont'd)

CPA can carry this information directly to the Neighborhood Improvement Committee.

***** Your representative can get for your information bulletins on such things as street trees, alley improvements, and home maintenance. Bulletins are being prepared giving helpful suggestions for many kinds of improvements to your house and neighborhood.

***** THE SUCCESS OF THIS PROJECT DEPENDS ON YOUR INTEREST. PLEASE PLAN TO ATTEND THE FIRST ORGANIZATION MEETING OF YOUR BLOCK ON (date) . For more information, call (CPA) .

Other fliers sent out could pertain to such subjects as:

- (1) Street trees -- how to go about planting them, where they can be acquired, how to care for them, etc.
- (2) Alleys -- how to get rid of them and provide more play space, a garden, a clean block, etc.
- (3) Lawns -- how to maintain them, what to plant, etc.
- (4) Fences -- need for them, legal particulars, what kind of fence to build, how to build one, building fences in concert with one's neighbors, etc.
- (5) Roof gutters -- why they are necessary, what kind of care is needed, how to repair them, and where to get added information.
- (6) Home maintenance -- how to do it, which repairs can be done without raising taxes, etc.
- (7) How to repair, replace, remove sheds and garages.

Fliers could be attractively illustrated, eye-catching, and easy to read as well as informative.

A P P E N D I X I I

CHARACTERISTICS OF FAMILIES AFFECTED BY POOR HOUSING

To aid in the study of neighborhoods affected by blight, a 30% sample survey was conducted by the Division of Community Planning in Neighborhoods 1 and 5, the neighborhoods in Maxton most affected by poor housing. The results and percentages appear on the following three tables. Table V contains the statistics gathered from Neighborhood 5; Table VI, those gathered from Neighborhood 1; and Table VII is a composite of results of all interviews in both neighborhoods.

The characteristics associated with poor housing are high percentages of the following: renter occupancy, non-white residence, inadequate plumbing and sewage disposal facilities, low rent, low incomes; accompanied by a low incidence of men in their earning years (generally considered to be the working age of 25-64). Merely ameliorating housing conditions will not, of course, solve these problems. Rather, the existence of these houses and the fact that they are inhabited are signs that these families have problems other than those signified in their housing.

TABLE V

NEIGHBORHOOD 5 - SURVEY QUESTIONNAIRE

Total Interviews - 21

(1) Occupancy.

61.9% Owner occupied.38.1% Renter occupied.

(2) Race of Occupant.

 White.100% Non-white.

(3) Number of Rooms in This Housing Unit.

1	2	3	4 or more
		2	19
		9.5%	90.5%

(4) Is There Running Water?

33.3% Hot and cold running water inside the housing unit.4.8% Only cold water inside.9.5% Running water on property but not inside the unit.52.4% No running water.

(5) Is There a Flush Toilet in the Unit?

38.1% Yes61.9% No

(6) Is There a Bathtub or Shower?

33.3% Yes66.7% No

(12) Age Breakdown.

Years	Under 5		5-14		15-24		25-34		35-44		45-54		55-64		65 & over		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Sex	3	1	5	0	7	9	1	0	3	6	4	8	2	0	3	7	28	31
Total	4		5		16		1		9		12		2		10		59	
Pct.	6.8%		8.5%		27.2%		1.7%		15.3%		20.3%		3.3%		16.9%		100%	

Average Household Size = 2.8.

(7) Source of Water.

28.6% Municipal system.71.4% Individual well or other.

(8) Sewage Disposal.

9.5% Public sewer.28.6% Septic tank or cesspool.52.4% Outside privy.9.5% Other.

(9) Monthly Rent (Include Electricity, Gas, Water, Heating).

1. Less than \$20.2. \$20 - \$29.3. \$30 - \$39.
62.5% of rental housing.4. \$40 - \$49.
37.5% of rental housing.

(10) Family Income 1965.

85.7% Under \$2,000.14.3% \$2,000 - \$2,999.

(11) Value of Owner-Occupied Structure.

1. Under \$5,000.
92.3% of owner-occupied housing.2. \$5,000 - \$9,900.
7.7% of owner-occupied housing.

TABLE VI

NEIGHBORHOOD 1 - SURVEY QUESTIONNAIRE

Total Interviews - 9

(7) Source of Water.

(1) Occupancy.

44.4% Owner occupied.55.6% Renter occupied.

(2) Race of Occupant.

 White.100% Non-white.

(3) Number of Rooms in This Housing Unit?

1	2	3	4 or more
		1	8
		11.1%	88.9%

(4) Is There Running Water?

11.1%	1	Hot and cold running water inside the housing unit.
		Only cold water inside.
		Running water on property but not inside the unit.
88.9%	8	No running water.

(5) Is There a Flush Toilet in the Unit?

11.1%	1	Yes
88.9%	8	No

(6) Is There a Bathtub or Shower?

11.1%	1	Yes
88.9%	8	No

(12) Age Breakdown.

Years	Under 5		5-14		15-24		25-34		35-44		45-54		55-64		65 & over		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Sex	0	2	6	8	3	3	2	3	4	1	1	3	0	2	18	22	
Total	2		14		6		5		2		5		4		2		40
Pct.	5%		35%		15%		12.5%		5%		12.5%		10%		5%		100%

Average Household Size = 4.4.

 Municipal system.100% Individual well or other.

(8) Sewage Disposal.

 Public sewer. Septic tank or cesspool.100% Outside privy. Other.

(9) Monthly Rent (Include Electricity, Gas, Water, Heating)

1. Less than \$20.2. \$20 - \$29.3. \$30 - \$39.
80% of rental housing.4. \$40 - \$49.
20% of rental housing.

(10) Family Income 1965.

55.6% Under \$2,000.44.4% \$2,000 - \$2,999

(11) Value of Owner-Occupied Structure.

1. Under \$5,000.
75% of owner-occupied housing.2. \$5,000 - \$9,900.
25% of owner-occupied housing.

TABLE VII

COMPOSITE OF NEIGHBORHOODS 1 & 5 - SURVEY QUESTIONNAIRES

Total Interviews - 30

(1) Occupancy.

56.7% Owner occupied.43.3% Renter occupied.

(2) Race of Occupant.

 White.100% Non-white.

(3) Number of Rooms in This Housing Unit?

1 2 3 4 or more

10% 90%

(4) Is There Running Water?

26.7% Hot and cold running water
inside the housing unit.3.3% Only cold water inside.6.7% Running water on property
but not inside the unit.63.3% No running water.

(5) Is There a Flush Toilet in the Unit?

30% Yes70% No

(6) Is There a Bathtub or Shower?

26.7% Yes73.3% No

(12) Age Breakdown.

Years	Under 5		5-14		15-24		25-34		35-44		45-54		55-64		65 & over		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Sex	3	3	11	8	10	12	3	3	5	6	8	9	3	3	3	9	46	53
Total	6		19		22		6		11		17		6		12		99	
Pct.	6.1%		19.2%		22.2%		6.1%		11.0%		17.2%		6.1%		12.1%		100%	
Average Household Size = 3.4																		

(7) Source of Water.

20% Municipal system.80% Individual well or other.

(8) Sewage Disposal.

6.7% Public sewer.20% Septic tank or cesspool.66.6% Outside privy.6.7% Other.

(9) Monthly Rent (Include Electricity, Gas, Water, Heating) 46.7% rent

1. Less than \$20.2. \$20 - \$29.3. \$30 - \$39.
69.2% of rental housing.4. \$40 - \$49.
30.8% of rental housing.

(10) Family Income 1965.

76.7% Under \$2,000.23.3% \$2,000 - \$2,999.

(11) Value of Owner-Occupied Structure.

1. Under \$5,000.
88.9% of owner-occupied housing.2. \$5,000 - \$9,900.
11.1% of owner-occupied housing.

A P P E N D I X I I I

A NOTE ON THE ACCURACY OF FIGURES IN THIS REPORT

Figures used in mapping and charts are, unfortunately only approximate. Problems (other than the specialized ones already mentioned) are listed below in the hope that they can be solved in the future.

1. Addresses were often not listed, and if names were common ones, it was impossible to find the addresses.
2. There is a great deal of repetition, for instances often occur more than once at the same address. Thus, one flagrant offender may cause a neighborhood to look more blighted than would a few isolated single cases. However, this repetition does not distort the picture. It means only that blight is perhaps more isolated in one area than it appears on the map.
3. Records are not well kept. It is strongly recommended that all departments strengthen their record-keeping habits. Records can be either a valuable source of information, or if improperly kept, merely a user of space.

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